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HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:
REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND
BUDGET FOR 1995

PART III. EUROPE

Section 2 - Armenia

(submitted by the High Commissioner)

GE.94-03008

III.2 ARMENIA

Country Overview

Characteristics of the refugee and internally displaced population

1. At 31 December 1993, Armenia hosted some 417,700 refugees and internally displaced persons originating from Azerbaijan (260,000), Nagorno-Karabakh (57,000) and areas in Azerbaijan adjacent to it (17,900), as well as from Abkhazia (5,800). There were also some 77,000 internally displaced Armenians. All refugees are ethnic Armenians, and live mainly in cities throughout the country. A small percentage live in rural areas. In 1993 some 140,000 refugees had been identified by UNHCR as being in need of international assistance. This number has increased to 180,000 in 1994, and includes some groups of internally displaced persons.
2. Distribution of most relief items is calculated on the basis of an average of four persons per family. It is estimated that at least 24 per cent of the beneficiary group consists of children below the age of 18 and some 28 per cent are elderly above the age of 55 years. The majority of the adult population between 18 and 55 years of age are women.

Major developments (1993 and first quarter 1994)

3. Armenia, facing a continuing decline in its economic situation, received no new influx of refugees. According to the Government, some 37,000 persons out of the 57,000 registered as at the end of 1993, returned to Nagorno-Karabakh, and an estimated 20 per cent of the entire population may have left the country for the Russian Federation and other destinations to avoid the harsh winter conditions which were compounded by an acute shortage of food and fuel. The near total breakdown of industry due to lack of energy and a 1,700 per cent inflation rate left some 80 per cent of the remaining population unemployed.
4. Subsequent to the Government's accession to the 1951 Convention and 1967 Protocol on 6 July 1993, UNHCR continued its efforts to provide training in refugee law and asylum matters to government and non-governmental organization (NGO) officials through seminars and workshops. These activities will be further pursued and will include strategies for achieving successful integration of the refugees, as a return to their country of origin can at this stage not be expected.
5. The majority of UNHCR's beneficiaries in Armenia are refugees for whom a long-term solution, such as local integration, has yet to be found. The special programme was consequently converted into the 1994 Annual Programme.

Programme objectives and priorities

6. Due to the deteriorating economic situation in the country, UNHCR assistance is focused on the provision of life-sustaining assistance and shelter to the most needy groups of refugees and displaced persons.

7. Some projects will be developed to improve prospects for skills development and self-sufficiency.

8. UNHCR is working closely with the Government, both at the central and local levels, to assist in strengthening the registration system for protection and assistance purposes. Refugee law training, institution building and promotion of human rights, as well as public information activities to explain the roles of the United Nations and UNHCR, are also being undertaken.

Arrangements for implementation/related inputs

9. The Armenian Red Cross Society (ARCS) takes care of storage and the distribution of food and other relief items throughout the country as well as the storage of materials used in the ongoing shelter programme.

10. The Armenian Government, through the State Committee for Refugees (SCR), registers refugees and displaced persons, provides support for the development of local infrastructure as well as for the identification and prioritization of needs related to the shelter programme.

11. Since early 1993, a consultant from the Danish Refugee Council established the UNHCR shelter programme which, in 1994, was handed over to OXFAM-UK.

12. OXFAM-UK is also responsible for health education among refugees as well as for the procurement of health equipment and supplies.

13. Kerosene, which is of great importance in Armenia, is procured through the Fund for Democracy and Development.

14. Agriculteurs Français et Développement International, the Young Men's Christian Association (YMCA) and Volunteers in Overseas Cooperative Assistance (VOCA) implement agricultural projects. YMCA and VOCA also implement small income-generation projects.

15. The Armenian Assembly of America has assumed overall responsibility for the afforestation activities.

16. Basic food requirements are met by WFP. Distribution of food commodities is coordinated and shared with WFP in accordance with the terms of the UNHCR/WFP Memorandum of Understanding.

General Programmes

(a) Variations in planned activities in 1993

17. The programme was funded under Special Programmes in 1993.

(b) 1994 planned implementation

18. To alleviate the current situation and to facilitate the integration of refugees into Armenian society, the programme will focus on agriculture,

income-generation and small business components addressing the needs of 180,000 refugees of both rural and urban background.

19. These activities are aimed at creating conditions for making refugees self-reliant through the establishment of small projects capable of yielding quick results and providing a relatively stable income.

20. Special emphasis will be placed on skills training of single women heads of family in order to enhance their capability to support their families.

21. The ongoing shelter programme has been expanded in 1994. In accordance with the Armenian Government's position, priority is being given to completing unfinished buildings where refugees and displaced persons are housed, and where this can be accomplished with modest inputs. In addition, UNHCR undertakes repair work on communal centres, upgrades basic village infrastructure, provides container houses, and coordinates the construction of small concrete housing units for rural refugees who have been allocated plots of land by the Government.

22. The food distribution programme has been divided between UNHCR/WFP and the International Federation of Red Cross and Red Crescent Societies (IFRC). Sabotage of supply routes created delays and necessitated the identification of alternative routes.

23. As of mid-1994, a more cost-effective distribution of bulk food instead of food parcels will be implemented. As the ARCS will not distribute bulk food, UNHCR will use the existing distribution system at the district level. Simultaneously, IFRC will cease to supply food and UNHCR/WFP will assume total responsibility. The district food distribution system will be strengthened by the establishment of field units in four regional centres, funded by United Nations Volunteers (UNV).

24. The sectoral breakdown for the initial and revised 1994 and initial 1995 care and maintenance allocation is as follows (in US dollars):

<u>Sector</u>	<u>Initial 1994</u>	<u>Revised 1994</u>	<u>Initial 1995</u>
Food	715,000		
Transport	900,000	74,100	305,000
Domestic needs	0	8,000	957,000
Water	0	0	98,900
Sanitation	300,000	0	108,250
Health	50,000	61,500	100,000
Shelter	300,000	2,332,200	1,304,000
Community services	0	13,100	70,000
Education	0	14,500	95,000
Crop production	0	73,300	423,000
Livestock	0	121,800	178,200
Forestry	180,000	44,800	0
Income-generation	500,000	352,800	276,750
Legal assistance	60,000	10,000	50,000
Agency op. support	150,000	48,900	85,000
Project personnel	397,100	0	0
Programme Delivery	0	752,600	691,700
Total	3,552,100	3,907,600	4,742,800

(c) 1995 programme proposals

Care and maintenance

25. The 1995 proposal focuses on shelter and income-generation activities in order to meet ever-growing demands for permanent housing as well as for income to facilitate the transition to local integration programmes in the foreseeable future.

26. With a view to improving water supply and sanitary standards at communal centres as well as other refugee settlements, activities are planned for 1995 under these sectors. Emphasis will also be put on health, education and afforestation. Income generation and skills training activities for refugee women will continue, and they will be encouraged to participate actively in health and education activities.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

27. As the Special Operation continued throughout 1993, some funds were used to improve the temporary office which is accommodated at a hotel in Yerevan. Due to the nature of the emergency programme and local conditions, costs for communications and fuel were higher than expected. Staff costs were also higher than expected due to significant staff movement and the fact that the function of Representative had to be covered through a number of short-term missions of staff members from various other duty stations prior to the reassignment of the present incumbent to the post in early 1994. Furniture, office equipment and vehicles, however, were purchased within given budget estimates.

(b) 1994 planned implementation

28. All posts were extended until December 1995. A field monitoring team, consisting of a Field Officer and four local support staff, including a Telecommunications Assistant, was established at the beginning of the year and posts were created for these functions effective 1 July 1994. Armenia, like all other UNHCR Offices in the Caucasus, has been designated as a non-family duty station due to security considerations and poor health and non-existent/unsuitable education facilities. All international staff members are therefore entitled to mission status, mandatory absence for the relief of stress and procurement missions abroad, which has increased common staff costs.

(c) 1995 programme proposals

29. Initial estimates for 1995 are based on the assumption that the staffing situation will probably remain at the present level. Non-expendable property requirements are lower in 1995 as purchases are expected to be made in 1994. Variations may occur as more suitable office space will have to be sought, which could result in costs for the renovation and refurbishing of premises.

UNHCR EXPENDITURE IN ARMENIA

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
-	3,552.1	3,155.0	CARE AND MAINTENANCE	4,051.1
-	-	752.6	PROGRAMME DELIVERY See Annexes I a and II a	691.7
0.0	3,552.1	3,907.6	SUB-TOTAL OPERATIONS	4,742.8
-	-	139.3	ADMINISTRATIVE SUPPORT See Annexes I b and II b	144.2
0.0	3,552.1	4,046.9	TOTAL (1)	4,887.0
SPECIAL PROGRAMMES (2)				
6,855.5	-	-	OTHER TRUST FUNDS Assistance to refugees and displaced persons	-
-	-	150.0	PROGRAMME DELIVERY See Annexes I a and II a	-
6,855.5	0.0	150.0	TOTAL (2)	0.0
6,855.5	3,552.1	4,196.9	GRAND TOTAL (1+2)	4,887.0



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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:
REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES
AND BUDGET FOR 1995

PART III - EUROPE

Section 3 - Austria

(submitted by the High Commissioner)

GE.94-02819

III.3 AUSTRIA

Country Overview

Characteristics of the refugee population

1. The authorities estimate that some 80,000 persons have found refuge in Austria since the outbreak of the conflict in the former Yugoslavia in November 1991. A large number of those benefiting from temporary protection have received special assistance from provincial governments and the federal authorities. The number of registered beneficiaries of this assistance, which includes language training and access to public schools, rose from 42,127 at the beginning of 1993 to 46,869 in June 1993, whereupon the number gradually decreased to 40,184 at the end of December 1993 and 37,000 in April 1994. While the decrease is partly due to departures from Austria (primarily to Germany), newly-arrived persons have been admitted into the programme.

2. At the end of 1993, about one third of the beneficiaries were accommodated in public facilities, and the rest were living in privately owned guest-houses or homes. Temporarily protected persons have gradually been given access to the labour market.

3. With regard to other categories of asylum-seekers, their numbers also continued to decrease. In 1993, 4,744 asylum claims were registered compared to 16,238 in 1992. The number of applications (mostly from Iraq, the Islamic Republic of Iran and Turkey) in the first four months of 1994 stood at 1,582. Restrictions imposed on access by asylum-seekers to the federal care and maintenance programme have led to a sharp decrease in new registrations of assisted asylum-seekers. In 1992, their number dropped from 9,238 (57 per cent of the total number of asylum-seekers) to 1,119 (24 per cent) in 1993. As in 1992, a large number of asylum seekers - such as undocumented ones and many of those who transited through a third country - were placed in detention pending deportation upon presentation of their asylum requests or upon a negative first instance decision on their application.

Major developments (1993 and first quarter 1994)

4. The Federal Aliens Law and the Residence Law, which concerns refugees and asylum-seekers, entered into force in 1993. The Residence Law (§12) contains provisions stating that at times of intensified international tensions, armed conflicts or other circumstances threatening the security of a population, the Federal Government may, by decree, grant temporary residence in Austria to groups of aliens who are immediately affected and who do not find protection elsewhere. Upon the entry into force of the Residence Law, the Government issued a decree granting temporary residence, until 31 December 1994, for those citizens of Bosnia and Herzegovina who had arrived in Austria before 1 July 1994. Initially, persons with temporary protection status could only be employed through local administrative structures or non-governmental organizations (NGOs). However, in July 1993, despite growing unemployment in Austria, the Federal Minister of Labour and Social Affairs issued an ordinance which established a quota for limited employment of Bosnian refugees in the public and private sectors. As a result of

an increasing number of Bosnians entering the work force, the total number of foreign workers registered in Austria rose slightly during 1993. In April 1994, some 10,000 individuals in this category were thought to be engaged in gainful employment. Further measures, in particular the provision of housing for those integrating, are also foreseen.

5. Simultaneously the authorities further reduced the number of asylum applications pending from previous years. In 1993, 15,397 applications were decided upon (23,485 in 1992), of which 1,193 were decided positively (2,289 in 1992). The recognition rate in 1992 decreased from 9.7 per cent to 7.8 per cent in 1993. Most of those granted asylum in accordance with the provisions of the Asylum Law were either family reunion cases or ex-detainees from Bosnia and Herzegovina with their family members, who were accepted by the Government of Austria under a special quota and upon UNHCR's request. Over 600 ex-detainees and family members have been accepted by the Government, as opposed to the limited number of 200, originally foreseen.

6. UNHCR Vienna continued to function as a Regional Office covering, in addition to Austria, the Czech Republic, Poland and Slovakia. The office also maintains contacts with the Secretariat of the Conference for Security and Cooperation in Europe (CSCE) and other institutions based in Vienna.

Programme objectives and priorities

7. In order to fulfil effectively its supervisory role with regard to the application of the 1951 Convention, and given UNHCR's role as foreseen under the new Asylum Law, UNHCR will continue to support and strengthen the country-wide network of independent lawyers that has been established in cooperation with Caritas-Austria. The objectives also include improved coordination between NGO refugee counsellors (primarily Caritas staff and Amnesty International volunteers) and more legal training activities. These activities form part of UNHCR's efforts to ensure access to the asylum procedure, fair processing of asylum requests, and humanitarian solutions for formally rejected cases, some of whom might have a valid claim to refugee status.

8. Assistance towards the integration of refugees is fundamentally a task for the federal authorities, although some sectors, such as housing, lie within the competence of the provincial Governments. The nine provincial Governments contribute substantially to the above-mentioned care and maintenance programme, in particular for Bosnians. Since governmental care and maintenance to asylum-seekers is lower than in previous years, various NGOs have increased their assistance to persons who have been excluded. NGOs, notably Caritas, often act as implementing partners of the provincial authorities.

9. Through its public information programme, UNHCR will increasingly undertake activities to foster a positive attitude towards refugees among the public as well as among authorities and institutions. As of 1994, UNHCR sponsors an annual award to the best NGO contribution to the integration of refugees.

Arrangements for implementation/related inputs

10. Caritas-Austria is UNHCR's operational partner in legal assistance activities and continues to contribute substantially to the legal assistance project. UNHCR will continue to participate in the Fund for the Integration of Refugees, which is chaired by a representative of the Ministry of the Interior and provides assistance for housing, basic household installations and language courses for recognized Convention refugees. The Ministry of Interior provides most of the funding for these activities, but the Fund is also supported by annual reimbursement of loans, granted to refugees in Austria in previous decades, through UNHCR.

General Programmes

(a) Variations in planned activities in 1993

11. Some 700 asylum-seekers were assisted, either directly by the Caritas project coordinator or by the legal counsellors. The total number of beneficiaries in 1993 is estimated at 2,500, as compared with 4,744 in 1993 and 16,238 in 1992. By 1 April 1993, a complete network of eight lawyers, which had been gradually established since the beginning of the year, was operational and covered Austria's nine provinces.

12. Three in-depth analytical papers were prepared by a consultant for the network of lawyers, one of them jointly with the Caritas project coordinator. The topics covered by these studies were (a) procedural fees, (b) the denial within the asylum procedure of a suspensive right of appeal and (c) the possibility to challenge, retroactively after release, alleged illegal detention. Towards the end of 1993, UNHCR sought an expert's opinion on admission of asylum-seekers into the federal care and maintenance scheme.

(b) 1994 planned implementation

13. Two persons were added to the network of lawyers in 1994, which will cooperate closely with other NGO social/legal counsellors. UNHCR, in conjunction with Caritas will organize training in international and national refugee law for NGO social/legal counsellors. The local training activities will be complemented by regional training in refugee and asylum law and practice.

(c) 1995 programme proposals

Care and maintenance

14. For 1995, a further expansion of the lawyers' network is foreseen to facilitate access of asylum-seekers to appropriate legal procedures. The Regional Office will continue and, if necessary, intensify its legal training activities.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

15. Overall expenditure remained below the approved budget due to delays in filling vacant posts. One of the Legal Officers was acting as Liaison Officer in the newly established office in Slovakia during most of the year. Some gaps due to delays in filling vacant posts were filled through temporary staff and, in one case, by a consultant. By the first half of October 1993, with the arrival of the Public Information Officer, all posts were filled.

(b) 1994 planned implementation

16. The posts of Senior Legal Officer and Associate Legal Officer have been proposed for upgrading to Deputy Regional Representative and Legal Officer respectively, which will result in a slight increase in salaries and common staff costs. Expenditure is also foreseen for public information activities as well as for the replacement of outdated computer equipment.

(c) 1995 programme proposals

17. Initial estimates for administrative costs in 1995 are slightly lower than the revised 1994 budget as no major expenditure is foreseen for office equipment, which should have been purchased during 1994. Office rent will continue to be free of charge.

UNHCR EXPENDITURE IN AUSTRIA

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES				
355.8	—	—	CARE AND MAINTENANCE	—
23.2 a/	—	—	VOLUNTARY REPATRIATION	—
178.3	324.4	130.3	LOCAL SETTLEMENT	218.4
39.7 a/	—	—	RESETTLEMENT	—
—	—	993.2	PROGRAMME DELIVERY See Annexes I a and II a	998.9
597.0	324.4	1,123.5	SUB-TOTAL OPERATIONS	1,217.3
612.9	622.1	240.6	ADMINISTRATIVE SUPPORT See Annexes I b and II b	220.0
1,209.9	946.5	1,364.1	GRAND TOTAL	1,437.3

a/ obligation incurred against Overall Allocation



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REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND
BUDGET FOR 1995

PART III. EUROPE

Section 4 - Azerbaijan

(submitted by the High Commissioner)

GE.94-02929

III.4 AZERBAIJAN

Country Overview

Characteristics of the refugee and internally displaced population

1. According to government statistics, at 31 December 1993, Azerbaijan hosted a population of 230,000 ethnic Azeri refugees from Armenia and Meshketi Turkish refugees from Central Asia, as well as small numbers of refugees and asylum-seekers from other countries. The Government recorded 778,000 internally displaced persons resulting from the conflict over Nagorno-Karabakh.

2. Most refugees from Armenia arrived in 1989, whereas the vast majority of displaced persons from the western regions moved in the course of 1993 and of 1994. While 90 per cent of refugees have settled, few of the internally displaced have found a home, with the majority living in make-shift shelters. Some 77,000 persons live in eleven camps funded and managed by the Iranian, Turkish and Saudi Red Crescent Societies. Of the refugees who are able to work, 77 per cent have been provided with jobs, whereas only 42 per cent of internally displaced persons are employed. Children up to 15 years of age comprise 42 per cent of the displaced population. At 31 December 1993, among the 99,030 men and 119,178 women who had listed an occupation, 58 per cent were involved in agriculture. There were 205,907 unemployed and 96,347 elderly.

Major developments (1993 and first quarter 1994)

3. The programme of emergency assistance was to run until May 1993, but had to be extended. An updated appeal was launched in May 1993 following a large-scale displacement of 50,000 persons from the Kelbajar region. In the second part of the year, the number of internally displaced persons increased dramatically. Consequently, UNHCR increased the number of beneficiaries from 150,000 to 300,000 persons, though the nature of the programme remained essentially the same, in terms of providing emergency relief assistance to the newly displaced persons.

4. In April 1994, a further 50,000 persons were displaced.

Programme objectives and priorities

Refugees from Armenia and Central Asia

5. As the majority of refugees are settled and therefore unlikely to return to their places of origin, individual assistance will be provided to those who are considered vulnerable on the same basis as to internally displaced persons. They will also benefit from community based assistance in such sectors as health, education, water and sanitation, and income generation activities. In addition, UNHCR will assist the Government, if requested, in matters of nationality and citizenship.

Internally displaced persons

6. While it is hoped that return to places of origin will be possible when conditions permit, programme objectives are to help the internally displaced to maintain an acceptable level of physical well-being during their displacement as well as to allow them to engage in normal economic and other activities pending a solution of the conflict which caused them to flee their homes.

7. Provision of essential household items (blankets, clothing, heaters, kitchen sets, footwear) will continue. Shelter is being provided and alternative classroom facilities are being constructed in order to reduce the pressure on the internally displaced persons to vacate schools where they are currently living. Assistance will also be provided in the sectors of health, water, sanitation and education, as well as to promote economic activities.

Arrangements for implementation/related inputs

8. Since 1993, the first year of UNHCR's operations in the country, the Office has been directly involved in the distribution of relief items. As the Government and non-governmental organizations (NGOs) have become more operational and experienced, activities will increasingly be taken over by them. The Government's administrative structure, down to the village level, plays a vital role in the distribution of relief assistance.

9. The Azerbaijan Red Crescent Society (ARCS) is responsible for the receipt, storage, transport and distribution of relief items.

10. OXFAM-UK is engaged in the rehabilitation and construction of the water and sanitation systems as well as in accompanying health education programme.

11. Médecins Sans Frontières-Belgium (MSF-Belgium) is responsible for the implementation of basic medical field assessments, basic medical training as well as procurement and distribution of medicines.

12. Relief International-USA (RI-USA) ensures, in cooperation with MSF-Belgium, the implementation of the health/nutrition sector, serving the most isolated rural communities by means of medical outreach programmes.

13. Among the United Nations agencies, WFP is providing basic food items for 300,000 vulnerable displaced persons, and UNICEF is involved in its traditional activities for both the displaced and stable populations. The Red Cross and Red Crescent Societies, the ICRC, and non-governmental organizations, funded by the European Union and donor Governments, are also providing substantial humanitarian aid.

General Programmes

1994 planned implementation

14. The initial 1994 General Programmes appropriation for care and maintenance has been cancelled and assistance is incorporated under Special Programmes.

Special Programmes

(a) Variations in planned activities in 1993

15. Due to increasing numbers of displaced persons coming from Nagorno-Karabakh and surrounding areas, the number of beneficiaries receiving emergency and relief assistance was increased from an initial 150,000 to 300,000.

(b) 1994 planned implementation

16. With instability in the region persisting, emergency measures continue, including the provision of domestic items and shelter materials. UNHCR's objective is to gradually initiate activities leading to long-term solutions. The fact that some 79 per cent of the displaced persons are temporarily housed in public buildings, such as schools, dormitories and technical institutes, requires measures to reduce the strain on the local infrastructure.

17. The inadequacy of resources in the face of additional needs and problems in transport of relief items to the country have led to shortfalls in the provision of assistance.

18. A limited amount of tents and plastic sheeting will continue to be provided for shelter. A pilot project will be undertaken to construct low cost housing units with local materials. In order to enable the schools which are at present occupied by refugees and displaced persons to resume classes, it is planned to erect a number of prefabricated classrooms.

19. The densely populated buildings pose a serious health hazard as a result of inadequate supplies of potable water and poor hygienic conditions. Gastric and skin diseases are prevalent. It is planned to improve conditions by increasing the capacity of water systems and by building temporary latrines.

20. Assistance to district hospitals to cope with the increased number of patients seeking treatment includes the provision of selected supplies, equipment and medicines. There will be a field outreach programme entailing the provision of mobile medical assistance to the displaced persons in rural areas who cannot travel to a medical centre.

21. Small-scale farming, as practised in the country, would enable the refugees and displaced farmers to grow vegetables to supplement their diet and sell their surplus produce on the market. Suitable agricultural land is expected to be made available, but interested farmers will need to be provided with agricultural tools, seeds and fertilizer. A limited number of carpenters, mechanics, masons, etc. will be provided with tools to promote their economic self-reliance.

22. The sectoral breakdown for the initial and revised 1994 care and maintenance allocation is as follows (in US dollars):

<u>Sector</u>	<u>Initial 1994</u>	<u>Revised 1994</u>	<u>Initial 1995</u>
Transport	450,000	1,102,300	370,,610
Domestic needs	1,950,000	1,868,500	690,000
Water	130,000	163,500	82,150
Sanitation	64,000	173,800	117,860
Health	100,000	608,200	800,000
Shelter	330,000	515,000	2,250,000
Education	10,000	2,050,000	625,000
Crop production	0	200,000	220,000
Livestock	6,700	0	0
Income-generation	5,000	100,000	120,000
Legal assistance	60,000	48,500	37,000
Agency op. support	30,000	370,800	2,640
Project personnel	383,700	0	0
Programme delivery costs	0	1,088,000	1,126,000
<u>Total</u>	3,519,400	8,288,600	6,441,300

(c) 1995 programme proposals

23. In the absence of a political settlement, the situation for refugees and displaced persons is unlikely to change. The 1995 programme will focus on finding a more permanent solution to the shelter problem and on fostering economic self-reliance. The current shelter situation is not acceptable in the long term, since schools and other educational institutions must resume their normal functions. Displaced persons are themselves acutely aware of this problem and are trying to find alternative shelter.

24. Developments in the region will influence the approach taken in identifying solutions to shelter and self-sufficiency problems. Other sectors of assistance will be retained on a reduced scale. Household items which require replacement and items of recurrent use will be provided. Assistance in education, health, water and sanitation will be maintained at the same level as in 1994.

25. If a political settlement allows the return of displaced persons to their areas of origin in 1995, less emergency aid will be called for and UNHCR will be able to focus on repatriation, rehabilitation and reconstruction programmes. In view of the level of destruction in the occupied regions, these programmes are likely to be on a large scale and require a coordinated programme which involves a number of international and bilateral sources.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

26. The establishment of an additional post and significant staff movement resulted in expenditure being slightly higher than expected. As office space at the initial location was insufficient, it was also necessary to rent additional premises as of October 1993.

(b) 1994 planned implementation

27. The four international and twelve local posts were extended until December 1995. Posts for a field monitoring team as well as for three support staff, including a Telecommunications Assistant, were created effective 1 July 1994. All international staff members are entitled to mission status, mandatory absence for the relief of stress and procurement missions abroad, as the posting is considered a non-family duty station. This has resulted in an increase in the common staff costs component of the revised budget.

(c) 1995 programme proposals

28. It is anticipated that the level of expenditure in 1995 will be similar to the current year. More appropriate office premises may, however, be required.

UNHCR EXPENDITURE IN AZERBAIJAN

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
0.3 a/	3,519.4	-	CARE AND MAINTENANCE	-
0.3	3,519.4	0.0	SUB-TOTAL OPERATIONS	0.0
0.3	3,519.4	0.0	TOTAL (1)	0.0
SPECIAL PROGRAMMES (2)				
7,446.1	-	7,200.6	OTHER TRUST FUNDS	5,315.3
-	-	1,088.0	PROGRAMME DELIVERY See Annexes I a and II a	1,126.0
-	-	159.0	ADMINISTRATIVE SUPPORT See Annexes I b and II b	91.1
7,446.1	0.0	8,447.6	TOTAL (2)	6,532.4
7,446.4	3,519.4	8,447.6	GRAND TOTAL (1+2)	6,532.4

a/ obligation incurred against Overall Allocation



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PART III. EUROPE

Section 5 - Belgium

(submitted by the High Commissioner)

III.5 BELGIUM

Country Overview

Characteristics of the refugee population

1. As at 31 December 1993, Belgium hosted a refugee population of 24,908 persons, representing a slight increase from 1992 (24,292). This number comprises 10,558 females and 14,350 males.
2. During 1993, the Belgian Government registered 26,885 applications for asylum, compared to 17,754 applications in 1992, representing a 51 per cent increase. These persons originate from 131 countries (compared to 123 in 1992), notably Romania (19.2 per cent), Zaire (14.9 per cent), India (11.6 per cent), the republic of the former Yugoslavia (8.4 per cent), Pakistan (4.8 per cent), Ghana (3.7 per cent), Nigeria (3.3 per cent) and Turkey (3.2 per cent). A total of 3,687 persons from the former Yugoslavia were allowed to reside temporarily in Belgium and were registered under the category of displaced persons.
3. In the first four months of 1994, 5,145 persons applied for refugee status in Belgium, a 38 per cent decrease compared to 1993 when, during the same period, 8,258 persons applied for refugee status.
4. In 1993, the Belgian Government recognized 1,111 refugees, a 6.7 per cent recognition rate.

Major developments (1993 and first quarter of 1994)

5. An amendment to the Refugee Act of 15 December 1980 came into force on 1 June 1993. The new legislation included a provision for the withdrawal of UNHCR from participation in the Appeal's Board while maintaining the right of UNHCR to intervene at all stages of the admissibility and eligibility procedure.
6. On 18 March 1994, the Minister of the Interior opened a new "closed centre" for asylum-seekers at Steenokkerzeel, near Zaventem International Airport. The construction of closed centres for asylum-seekers and illegal aliens is part of the Government's strategy to limit abuse of asylum procedures and improve its ability to deport those whose claims have been finally rejected, as well as illegal aliens. As a result, fewer applications for asylum have been registered at Zaventem International Airport and other points of entry while the proportion of applications on national territory has increased.
7. The UNHCR Regional Office in Brussels followed discussions in early 1994 on national measures to ensure burden-sharing among communes as regards the reception and integration of refugees and asylum-seekers. In April 1994, the Regional Representative submitted a report to the Minister of Interior, pursuant to which the creation of a working group to review issues of concern to UNHCR was agreed.

Programme objectives and priorities

8. As in 1993, individual casework related to routine repatriation, resettlement and family reunification activities will continue to be handled by non-governmental organisations (NGOs) partly funded by UNHCR.

9. The main activities of the Regional Office will be to concentrate on the provision of country-of-origin information, to monitor legislative developments, refugee law training and public information, and to engage in private sector fund raising activities.

10. UNHCR will continue in 1994 and 1995 to respond to requests for information from rational authorities, NGOs, attorneys and asylum-seekers particularly regarding legal questions of principle or of a precedent-setting nature. The Regional Office will monitor reception arrangements for asylum-seekers and the implementation of national burden-sharing measures planned by the Belgian federal authorities. A dialogue will continue with the national authorities on the growing phenomenon of unaccompanied-minors seeking asylum particularly regarding reception arrangements.

11. In the course of 1994 and 1995, the Regional Representative will continue to channel inputs into the discussions among members of the European Union regarding the harmonization of asylum law and policy among its member States and will advocate a debate among the European Institutions on refugee and asylum issues in Europe, focusing on the need for a comprehensive response.

12. Contacts with the North Atlantic Treaty Organization (NATO) will also be strengthened in 1994 and 1995 in order to promote cooperation with UNHCR on humanitarian issues and to improve the growing linkage between military and humanitarian action. Training activities are planned with NATO officials as well as those of the European Union.

13. Considerable efforts will continue in 1994 and 1995 to generate awareness of refugee issues among the general public, the media and decision-makers. In line with UNHCR's public information objectives, the Regional Office will explore private-sector fund raising possibilities with major Belgian enterprises and the public at large.

14. An active dialogue with NGOs will be pursued particularly regarding collaborative action in the fields of protection, public information and advocacy.

Arrangements for implementation/related inputs

15. UNHCR's three main operational partners for local settlement activities in Belgium are the "Comité Belge d'Aide aux Réfugiés" (CBAR), "Solidarité Socialiste" (Solsoc) and "Oxfam-Belgium-Colarch" (Colarch). The first two, responsible for the local integration of Chilean refugees arriving under a special government scheme, will complete their activities in 1994 as all outstanding visas for these refugees will have been issued.

General Programmes

1994 planned implementation

16. Fewer asylum-seekers and refugees have lodged requests with UNHCR for financial support than in previous years. As at May 1994, several hundred refugees had been provided support as the Branch Office bore a portion of the administrative costs incurred at the airport refugee reception centre. Ten individuals were provided legal aid under the local settlement project so they could defend their right to be registered in the local population registers.

17. UNHCR continues to support CBAR which, in line with UNHCR's prioritization of activities in Western Europe, took over repatriation, family reunion and resettlement activities, all of which was handled previously by the Regional Office. As at May 1994, 133 persons had been assisted by CBAR. In addition, eleven persons from Chile and other Latin American countries were provided assistance under the local settlement project. No further cases are expected.

1995 programme proposals

Local Settlement

18. The allocation for local settlement is lower than in 1994, as no further Chilean and Latin American refugees are expected to arrive for local integration in 1995. Activities under the local settlement project include UNHCR's support to CBAR.

Special Programmes

Other trust funds

19. A Government-funded Trust Fund project contributing to legal training activities in Western Europe will continue, in 1994 and 1995, to finance the services of specialized lawyers and officials involved in refugee matters who participate in training activities.

20. A special Trust Fund provided by the Belgian Government in 1992 for UNHCR's participation in the Belgian Appeals Board (no longer mandatory) continues until mid-1994 to help finance legal services for UNHCR involvement at the different stages of the eligibility determination procedure.

Programme Delivery and Administrative Support Costs

Variations in planned activities in 1993

21. Expenditure remained within the revised budget estimates. Expenditure incurred as a result of the arrival of the new Representative and Deputy Representative was offset through savings in travel costs and general operating expenses, including utilities. Office premises continued to be provided rent-free by the Government.

(a) 1994 planned implementation

22. With the expansion of Fund Raising and Public Information activities, the office in Brussels will require some alterations to premises and the replacement of outdated computer equipment and office furniture. Amounts have been budgeted for these purposes as well as for the travel of staff involved in protection and regional refugee law training activities.

(b) 1995 programme proposals

23. The initial estimate is similar to the 1994 revised estimate except for non-expendable property, which is slightly lower as purchases are expected to take place during 1994.

UNHCR EXPENDITURE IN BELGIUM

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
12.7 a/	—	—	VOLUNTARY REPATRIATION	—
59.4 b/	54.2	73.9	LOCAL SETTLEMENT	50.9
—	—	1,080.4	PROGRAMME DELIVERY See Annexes Ia and IIa	1,006.8
72.1	54.2	1,154.3	SUB-TOTAL OPERATIONS	1,057.7
1,111.3	1,089.0	329.3	ADMINISTRATIVE SUPPORT See Annexes Ib and IIb	359.9
1,183.4	1,143.2	1,483.6	TOTAL (1)	1,417.6
SPECIAL PROGRAMMES (2)				
174.6	—	24.2	OTHER TRUST FUNDS	19.3
—	—	23.0	PROGRAMME DELIVERY	—
174.6	0.0	47.2	TOTAL (2)	19.3
1,358.0	1,143.2	1,530.8	GRAND TOTAL (1+2)	1,436.9

a/ obligation incurred against Overall Allocation

b/ of which US\$ 42 incurred against Overall Allocation



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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:
REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND
BUDGET FOR 1995

PART III. EUROPE

Section 6 - France

(submitted by the High Commissioner)

III.6 FRANCE

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, there were some 183,000 registered refugees, of whom about 40,000 were minors. Between 1 January and 31 March 1994, 2,309 persons were granted refugee status.
2. In 1993, the total number of asylum-seekers who submitted an asylum application in France was 27,564, the majority of whom were from Sri Lanka (2,818), Romania (2,709), the former Yugoslavia (2,487), Zaire (2,162), Mali (1,372), Turkey (1,286), Algeria (1,098), Viet Nam (1,038), Cambodia (938) and Guinea (789).
3. From January to March 1994, 6,088 persons applied for refugee status and some 5 per cent were recognized.
4. During the period under review, a number of administrative measures have been adopted in France regarding the temporary protection of people originating from the former Yugoslavia (approximately 15,000).

Major developments (1993 and first quarter of 1994)

5. A draft law on immigration, conditions of entry and stay of foreigners in France was presented to Parliament by the new Government following the elections of April 1993. The new law codified the administrative practice and jurisprudence as developed by the Conseil d'Etat, confirming, inter-alia, the suspensive effect of appeals against negative decisions by the French Office for the Protection of Refugees and Stateless Persons (OFPRA). Moreover, the law introduced the notion of "safe third country" and rules regarding the state responsible for determining refugee status pursuant to the provisions of the Dublin Convention.
6. Regarding the application in France of the Schengen Agreement, a number of issues were raised by the French Constitutional Council concerning the compatibility of this law with the French Constitution. As a result, a national debate ensued which led to the adoption by the French Parliament of a constitutional amendment which paved the way for French law becoming fully compatible with the Schengen Agreement.
7. In early 1994, a draft decree was discussed relating to the creation of special "waiting zones" (zones d'attente) for asylum-seekers at airports and the access of UNHCR to these zones. The decree is expected to be adopted later in 1994.
8. The Appeal Commission intensified its legal analytical work on key notions such as persecution and agents of persecution. Jurisprudence was further developed on questions concerning nationality, the relationship between national protection and international protection and the application of the refugee definition to persons fleeing from civil war.

Programme objectives and priorities

9. The UNHCR Branch Office in Paris will continue to supervise the implementation of the 1951 Convention and domestic refugee legislation, in compliance with French Law, particularly with regard to the reception of asylum seekers and the examination of their claims. In close consultation with the competent authorities, UNHCR will issue advisory opinions to OFPRA in precedent setting cases. The Branch Office in Paris will also participate as one of three judges at the Refugee Appeals Commission (CRR).
10. Based on experience gained with asylum seekers from the former Yugoslavia, UNHCR will promote the further development of temporary protection regimes for persons fleeing civil war.
11. The Branch Office in Paris will engage in an active and comprehensive external relations strategy with a view to mobilizing and maximizing public support for UNHCR activities in France and worldwide. Public information campaigns will be carried out in order to sensitize the public at large, in particular key opinion leaders, to the plight of refugees. Efforts in the field of private sector fund raising will include letter campaigns and a number of media events on specific topics or refugee situations.
12. Cooperation with a number of non-government organizations (NGOs) active in the field of legal and social counselling will be intensified in order to obtain maximum coverage of individual asylum-seekers and refugees through operational partners, such as France Terre d'Asile (FTDA) and Service Social d'Aide aux Emigrants (SSAE).
13. In 1994 and 1995, training activities for operational partners, other NGOs and governmental counterparts involved in the eligibility procedure will be further expanded to cover all areas of legal protection. Training activities will attempt to create fora for exchange of opinions and relevant information between governmental and non-governmental organizations. By providing UNHCR opinions in a timely manner and improving access to UNHCR databases, the office will enhance its strategy of using training as a means of assisting the competent authorities in developing a streamlined approach on refugee status determination.

Arrangements for implementation/related inputs

14. The Office Français de Protection des Réfugiés et Apatrides (OFPRA) and the Commission de Recours are the main government counterparts for UNHCR in France. UNHCR has also developed close cooperation with NGOs providing material assistance to refugees. In 1991 and 1993, the Branch Office in Paris entered into agreements with Service Sociale Assistance aux Emigrantes (SSAE) and France Terre d'Asile (FTDA) for individual social counselling of asylum-seekers and refugees. IOM organizes transport for refugees who avail themselves of voluntary repatriation.

General Programmes

(a) Variations in planned activities in 1993

15. An agreement between Branch Office Paris and FTDA in relation to individual asylum-seekers and refugees in need of legal counselling, was initially foreseen for June 1993, but only became effective on 1 January 1994, due to the necessity of having to define respective roles and responsibilities. As repatriation costs were much higher than anticipated, the voluntary repatriation allocation was increased accordingly from the Programme Reserve.

(b) 1994 planned implementation

16. Programme activities will largely follow patterns established in previous years. In 1994, the local integration project is being revised to include transportation costs incurred by IOM in connection with dependants or family members accepted by France to join their relatives there. The SSAE will be in charge of this programme. FTDA will ensure the reception and social and legal counselling of asylum-seekers and refugees who approach UNHCR for advice and/or assistance. The initial voluntary repatriation allocation has also been revised upwards due to increased costs.

(c) 1995 programme proposals

Voluntary repatriation

17. In 1995, UNHCR will continue to cover transport costs of refugees residing in France who opt for voluntary repatriation but who have insufficient financial means to pay for their return to their country of origin. In 1993, 187 persons, the majority Chileans, were repatriated in cooperation with IOM. In the first three months of 1994, 44 persons were repatriated, of whom 38 returned to countries in Latin America. It is anticipated that some 200 persons will be assisted financially to repatriate in 1995.

Local integration

18. The main activity under the local integration project is the participation of the Branch Office in Paris at the appeals level of the refugee determination procedure, for which UNHCR receives an earmarked contribution from the French Government. The project foresees the remuneration, on a pro rata basis, of some 20 legal advisors who participate as judges in the Commission de Recours on behalf of UNHCR. In 1993, 21,089 appeals cases have been dealt with, and similar numbers are expected for 1994 and 1995.

19. UNHCR's contribution to the SSAE will continue in 1995 to allow for the complete transfer of family reunion cases to SSAE. Under the agreement signed between SSAE and Branch Office Paris, 185 cases were referred to SSAE between 1 April and 31 December 1993. IOM organized the travel of 251 family members. Travel costs were covered for 182 of these persons, whereas 69 covered their travel expenses by themselves. For 1994, IOM is expected to organize the travel of 400 persons. In 1995, a similar number of family reunions may be expected.

20. In compliance with an agreement between UNHCR and FTDA, asylum-seekers and refugees who call on UNHCR are now being referred to FTDA for appropriate follow-up. Where, in accordance with jointly established parameters, direct UNHCR involvement is required, the individual file may be referred to the Branch Office in Paris for further advice and/or démarches with the authorities, as appropriate.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

21. Expenditure in 1993 remained within budget limits. Due to the extended sick leave of a staff member who met with an accident, costs for ten months of temporary assistance were met through savings under other activities, including travel.

(b) 1994 planned implementation

22. The estimate for 1994 includes an amount for the temporary replacement of a staff member going on maternity leave. The replacement of some office equipment will be necessary and the services of a security company will continue to be required. Six posts, which had been discontinued in 1993, were reinstated under a special contribution by the Government of France to enable the Office to fulfil its role in the status determination procedure which by law requires UNHCR's direct participation.

(c) 1995 programme proposals

23. All time-limited posts were extended until December 1995. No major changes are foreseen in the budget for 1995 unless premises for the Branch Office can be identified with the assistance of the Government.

UNHCR EXPENDITURE IN FRANCE

(in thousands of United States dollars)

1993	1994	1995		
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
0.4 a/	-	-	CARE AND MAINTENANCE	-
200.1	100.0	160.3	VOLUNTARY REPATRIATION	160.1
741.2 b/	911.1	644.9	LOCAL SETTLEMENT	327.8
-	-	866.6	PROGRAMME DELIVERY See Annexes I a and II a	887.4
941.7	1,011.1	1,671.8	SUB-TOTAL OPERATIONS	1,375.3
964.9	871.6	172.6	ADMINISTRATIVE SUPPORT See Annexes I b and II b	105.5
1,906.6	1,882.7	1,844.4	TOTAL (1)	1,480.8
SPECIAL PROGRAMMES (2)				
9.1	-	-	OTHER TRUST FUNDS	-
-	-	449.4	PROGRAMME DELIVERY See Annexes I a and II a	485.5
9.1	0.0	449.4	TOTAL (2)	485.5
1,915.7	1,882.7	2,293.8	GRAND TOTAL (1+2)	1,966.3

a/ obligation incurred against Overall Allocation

b/ of which US\$ 6,481 incurred against Overall Allocation



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Corrigendum

Page 2, paragraph 3, line 2

Instead of 5% read 25.46%



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PART III. EUROPE

Section 7 - Georgia

(submitted by the High Commissioner)

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III.7 GEORGIA

Country Overview

Characteristics of the refugee and internally displaced population

1. From 1992 to November 1993, Georgia was subject to tensions among different ethnic groups and armed conflicts related to the separatist movements in Abkhazia and South Ossetia which drove sizeable numbers to leave their homes in search of protection and assistance.
2. In 1992, military clashes and the resulting instability in Abkhazia and South Ossetia had generated a displaced population of around 130,000 persons. From September to November 1993, military operations in Abkhazia produced a new flow of over 130,000 displaced persons, which brought the caseload to an estimated 260,000 internally displaced persons by 31 December 1993. Others sought refuge in the Russian Federation.
3. By May 1994, Georgia hosted approximately 300,000 refugees and displaced persons, who could be divided into six main groups.
4. The first group consists of some 200,000 ethnic Georgians who left Abkhazia, and are now mostly in the Zugdidi, Tschalenjnika, Kutaisi and Tskaltubo regions, in the western part of Georgia which is under government control.
5. The second group of 15,000 ethnic Georgians comes from South Ossetia. These displaced persons may be found in large concentrations in Tbilisi, Gori, Kareli, Khashuri and Borjomi, in the central part of Georgia, also under government control.
6. The third group of some 20,000 ethnic South Ossetians, left different regions of government-controlled Georgia to reach South Ossetia and live in the Tskinaly and Dvaza regions of South Ossetia.
7. The fourth group of some 30,000 ethnic Abkhazians, left different regions of government-controlled Georgia (mostly Mingrelia) and the majority moved to the southern part of Abkhazia.
8. The fifth group is composed of some 25,000 ethnic Abkhazians who left their homes in Abkhazia for other parts of the same region due to hostilities.
9. The sixth group of approximately 10,000 ethnic Armenians, Russians, Greeks and Jews left their homes in Abkhazia mainly for the northern part of the same region.
10. Some 70 per cent of the displaced live in communal centres (hotels, hostels, schools). These centres are often crowded with numerous families living in

inadequate space without heat, water, toilets or washing facilities. The remainder reside in private accommodation with relatives or friends.

11. In 1993 UNHCR aimed to assist some 65,000 of the most vulnerable. By January 1994, this figure came to 150,000.

Major developments (1993 and first quarter 1994)

12. The economic situation in the country continues to deteriorate; by May 1994, the kupon, the national currency, had devalued by over 45,000 per cent since its introduction in July 1993. Statistics for the first quarter of 1994 showed that the construction industry was at a complete standstill; industrial production stood at 71.6 per cent of the total compared to the same period in 1993; and agriculture and livestock production had decreased by some 50 per cent. The number of unemployed has doubled since last year. Acute shortages of gas and fuel are forecast by the Government for the coming winter.

13. Under the auspices of the United Nations, facilitated by the Russian Federation and observed by the Conference on Security and Cooperation in Europe (CSCE), a Quadripartite Agreement on the Voluntary Return of Refugees and Displaced Persons was signed on 4 April 1994, as a result of negotiations between Georgia and Abkhazia.

14. This Quadripartite Agreement contains the framework for planning a voluntary repatriation, and places particular emphasis on the deployment of peace-keeping forces at the start of the organized voluntary return programme.

15. An "Agreement on Cease-fire and Separation of Troops" which sets out the principles and procedures for the deployment of this peace-keeping force was signed in Moscow by the two parties to the conflict on 14 May 1994, and peace-keeping troops were deployed as of 15 June 1994.

16. In order to respond quickly to the forthcoming repatriation movement, the revised needs for the assistance programme in Georgia were incorporated in the Inter-Agency Appeal launched by the United Nations Department of Humanitarian Affairs (DHA) on 15 April 1994. This revision included the financial requirements for the return of 60,000 persons who are expected to return to their homes in Abkhazia by 31 December 1994, and was presented to a meeting on 27 May 1994 with DHA and donors.

Programme objectives and priorities

Internally displaced persons

17. UNHCR will continue its traditional protection role combined with certain types of assistance such as providing domestic items, rehabilitating shelters, and supporting health/nutrition and income-generation activities. By supporting these sectors, UNHCR is able to monitor the social welfare of the displaced, as well as possibilities for the integration of those unable to return to their former homes.

Returnees

18. UNHCR plans to deploy field teams to monitor the situation and disseminate information on conditions of return. These teams will develop and promote contacts inside Abkhazia, in areas of refuge, as well as between respective communities and authorities on both sides. The presence of UNHCR and non-governmental organizations (NGOs), together with that of observers of the United Nations Observer Mission in Georgia (UNOMIG), is expected to increase trust, understanding and security, decrease tensions, and facilitate an immediate response to the most urgent needs. The deployment of peace-keeping forces is expected to assist in creating safe conditions which will enable UNHCR actively to promote and organize voluntary return movements.

19. Efforts will concentrate initially on the District of Gali, to which some 40,000 persons are expected to return in 1994.

20. Other priority activities will be the provision of basic assistance for domestic needs, health care, shelter and income-generation, to facilitate the reintegration of displaced persons.

Arrangements for implementation/related inputs

Internally displaced persons

21. The State Committee for Refugees and Accommodation (SCRA), established in late 1992, with the status of Ministry, has overall responsibility for matters relating to refugees and displaced persons.

22. The Government of Georgia will provide, through the state social welfare system, assistance to displaced persons, especially in the form of allowances, shelter and bread rations.

23. The Committee for Refugees (CFR), a division of the Committee for Nationalities, is the focal point for refugees and displaced persons in South Ossetia.

24. The Committee for Refugees in Abkhazia has overall responsibility for displaced persons in that region.

25. The International Rescue Committee (IRC) is in charge of the rehabilitation/reconstruction sector of the programme and will implement it through income-generation activities involving displaced persons. The IRC also procures relief supplies locally for distribution.

26. Médicos Sin Fronteras (MSF-Spain) is responsible for the medical component of the programme.

27. UNHCR and OXFAM will undertake the local purchase and distribution of relief assistance.

28. SCRA, CFR, IRC, OXFAM and MSF-Spain provide supervisory/management staff for programme activities.

29. WFP will provide the supplementary basic food necessary for 483,000 persons. These consist of internally displaced persons, members of host families, orphans, elderly single persons, disabled adults and children, female-headed households and other vulnerable groups.

Returnees

30. WFP will provide food commodities for returnees and most of the vulnerable local population in the first twelve months after their return.

31. A number of potential implementing partners have shown interest in cooperating with UNHCR in Abkhazia.

Special Programmes

(a) Variations in planned activities in 1993

32. As part of the United Nations Inter-Agency Consolidated Humanitarian Assistance Programme, and in coordination with the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC), UNHCR implemented a small emergency relief programme to assist the most vulnerable 65,000 of the internally displaced people.

33. An inter-agency coordination system involving all humanitarian organizations in the country was created with the purpose, inter alia, of sharing information regarding the distribution of relief items to avoid duplication of assistance.

34. In September 1993, an influx of some 100,000 displaced persons fleeing the conflict in Abkhazia crossed the Inguri river into Georgia. Basic humanitarian assistance consisting of domestic items and health services was given to this population in close coordination with IFRC and ICRC. In the following month, some 55,000 persons benefited from this assistance.

35. In order to improve the unreliable transport system within the country, government trucks were assigned from the central to the regional level. Arrangements made with the regional authorities to collect the assistance goods directly from the UNHCR warehouse in Tbilisi and transport them to the respective regions accelerated the process and reduced transport costs.

(b) 1994 planned implementation

Internally displaced persons

36. UNHCR will continue to address the urgent needs of 150,000 of the most vulnerable internally displaced by providing clothing, blankets, kitchen sets, soap, detergent and heating stoves. Basic rehabilitation work, including the rehabilitation of water supply systems, will be carried out in communal centres where present conditions constitute a health hazard.

37. While displaced populations have free access to hospitals, there is a severe, nation-wide shortage of basic medicines. This is an obvious need for clothing and footwear, especially for children during the harsh winter, as heating systems remain subject to the country-wide power shortages.

38. The programme will concentrate on children (30 per cent of the caseload), elderly (10 per cent of the caseload), disabled persons (5 per cent of the caseload), pregnant and lactating women (about 2 per cent of the caseload), and traumatized women who had been subjected to physical violence.

39. Local residents who provided accommodation and food to internally displaced persons from their own resources will be included in the assistance programme, whenever feasible.

Returnees

40. During the first phase of the repatriation operation, efforts will concentrate on the District of Gali, to which an estimated 40,000 persons are expected to return. A further persons who are likely to return to other areas in Abkhazia, and 10,000 displaced inside Abkhazia who are also expected to go back to their home areas, will also be assisted.

41. Transport to their places of origin, as well as basic domestic items such as soap, blankets, kitchenware, water containers and cooking/heating stoves will be provided to returnees on a one-time basis.

42. Conditions in a reception centre on the western side of the Inguri river will be improved and support will be given to returning families to refurbish their houses and initiate agriculture and other income-generation activities to provide some impetus to reactivating the economic system.

43. In close coordination with UNICEF, WHO, the International Committee of the Red Cross and NGOs, such as MSF, assistance will be provided to support the health authorities. Basic health and hospital kits will be procured and distributed to hospitals and other health facilities in returnee areas. Some health posts and dispensaries which were damaged in the conflict will be repaired.

44. Houses and infrastructure in Abkhazia have suffered considerable damage. It is estimated that almost all returnees will need to be assisted in reconstructing parts of their houses.

45. As the presence of mines in the country, particularly along the banks of the Inguri river, poses a threat to resident and returning populations alike, publicity materials to support mine awareness in schools and village communities will be produced. Peace-keeping forces are expected to undertake most of the mine clearing.

(c) 1995 programme proposals

Internally displaced persons

46. In 1995, it will be necessary to attend to the specific needs of those who have not returned or are unlikely to return to their homes, and attempt to find durable solutions. The following approach is planned:

- (i) to continue with the care and maintenance programme, and build into it activities to improve the economic status of women, education and health of children, social counselling for traumatized people, and the living conditions of all beneficiaries; and
- (ii) to look for durable solutions for the displaced through:
 - negotiations aimed at conflict-resolution and a repatriation agreement; and
 - resettlement in alternative locations provided by the Government, and provision of integration assistance in the new locations.

Returnees

47. If the overall security situation improves, the number of returnees will increase in 1995. More emphasis will also be placed on quick impact projects (QIPs) for income generation and cooperation with other agencies involved in medium-term rehabilitation and development.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

48. A three-member team left for Tbilisi, Georgia, at the end of July 1993 and was joined shortly thereafter by an Administrative Officer and a Telecommunications Officer. All personnel, including local support staff, remained on temporary contracts, as the creation of posts was deferred until political developments, and contingent on that, UNHCR involvement in the area, became clearer. Equipment purchased for the new operation included office furniture for an office shared with other United Nations agencies, telecommunications equipment, computers, heaters, two generators and two vehicles, in addition to one already transferred from Armenia to Georgia.

(b) 1994 planned implementation

49. Seven international and 14 local staff posts were created for the period 1 June 1994 to 31 December 1995. For geopolitical reasons, two of the international posts, in telecommunications and logistics, fulfil regional support functions. With the signing of a Quadripartite Agreement on the return of refugees to Abkhazia, a UNHCR presence was established in Sukhumi, Abkhazia, in April 1994. Three international and three local posts were therefore created. Communications equipment and two vehicles were also purchased. As with all other UNHCR Offices in the Caucasus, Georgia (including Abkhazia) has been designated a non-family duty

station owing to security considerations, poor health conditions and non-existent or unsuitable educational facilities. All international staff members are therefore entitled to mission status, mandatory absence for the relief of stress and procurement missions abroad.

(c) 1995 programme proposals

50. A plan for UNHCR's continued involvement in the voluntary return to both Georgia and Abkhazia might entail the opening of additional offices in other towns, including Gali and Zugdidi in Georgia, and Sochi in the Russian Federation. It is foreseen that the operation will continue to be funded under Special Programmes, and expenditure is expected to be on a similar level as in 1994.

UNHCR EXPENDITURE IN GEORGIA

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
SPECIAL PROGRAMMES				
3,531.3	2,000.0	12,927.0	OTHER TRUST FUNDS	18,500.0
-	-	1,234.4	PROGRAMME DELIVERY See Annexes I a and II a	1,055.2
-	-	95.4	ADMINISTRATIVE SUPPORT See Annexes I b and II b	176.8
3,531.3	2,000.0	14,256.8	GRAND TOTAL	19,732.0



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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS:
REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES
AND BUDGET FOR 1995

PART III. EUROPE

Section 8 - Germany

(submitted by the High Commissioner)

GE.94-02791

III.8 GERMANY

Country Overview

Characteristics of the refugee population

1. During 1993, 322,599 persons applied for asylum in Germany, a 26 per cent decrease over the previous year (438,200). This number accounts for about 72 per cent of all asylum applications filed in Western and Central Europe in 1993. The asylum-seekers originated mainly from Romania (22.8 per cent), the Federal Republic of Yugoslavia (22.5 per cent), Bulgaria (7 per cent), Bosnia and Herzegovina (6.6 per cent), Turkey (5.9 per cent), Algeria (3.5 per cent), Viet Nam (3.4 per cent), Armenia (2 per cent), Afghanistan (1.7 per cent) and the Russian Federation (1.6 per cent).

2. In the first four months of 1994, 44,611 persons applied for asylum, which represents a 72 per cent decrease in comparison to the same period in 1993 (161,324). A total of 58 per cent of asylum-seekers came from the Federal Republic of Yugoslavia, Romania, Turkey, and Bosnia and Herzegovina.

3. According to Government estimates, the number of persons staying in Germany with refugee status or with some form of temporary protection at 31 December 1993 amounted to some 1.06 million. This figure includes an estimated 200,000 Bosnians who were enjoying temporary protection in Germany in April 1994. In addition, Germany extended temporary protection to an estimated 100,000 persons who had fled to Germany from Croatia before 22 May 1992.

Major developments (1993 and first quarter 1994)

4. On 1 July 1993, new asylum legislation and an amendment to the asylum provision of the German Constitution came into force. It introduced notions of safe country of origin and safe country of asylum and established an accelerated procedure for manifestly unfounded asylum requests at airports. Implementation of the new legislation in the second half of the year resulted in a sharp, almost 50 per cent decrease in the number of applications filed for refugee status in Germany. This trend intensified during the first four months of 1994.

5. At a time of mounting xenophobia, right-wing radicalism and physical attacks on foreigners in general, and asylum-seekers in particular, asylum continued to be one of the dominant political issues in Germany in 1993. During 1993, 1,322 registered attacks on foreigners took place (compared with 2,283 during 1992), many of which were on asylum-seekers or refugees.

6. In April 1994, the German Government revised its policy on temporary protection towards persons coming from Croatia. Croats who had enjoyed temporary protection in Germany were required, as of 1 May 1994, to commence their return home in phases, with the compulsory return of those from occupied or war ravaged parts of Croatia delayed until January 1995.

7. UNHCR's activities in Germany in the first half of 1993 focused on attempting to ensure that proposed amendments to the asylum provisions of the constitution contained the necessary procedural safeguards so they would conform to internationally accepted standards.

Programme objectives and priorities

8. In 1994 and 1995, UNHCR will assist operational partners to improve their performance and effectiveness in respect of legal protection and representation of asylum-seekers and refugees country-wide through training activities organized by the Training Officer in cooperation with a network of lawyers and associations active in this field. This should further reduce the number of individual cases that turn directly to UNHCR for advice.

9. The Branch Office will continue to ensure that adequate procedural and social counselling is available to asylum-seekers through voluntary agencies, especially in reception centres where asylum-seekers are compelled to reside for an initial three months. Special attention will be given to vulnerable groups (single women and unaccompanied children, as well as victims of trauma) through the development of self-help groups and specialized counselling centres, particularly in the new Federal States.

10. Public information activities to familiarize the general public with the reasons for refugee movements as well as the legal and social problems faced by asylum-seekers and refugees will be expanded in 1994. These activities include the systematic sharing of relevant information with the media through interviews and the further development of key contacts in the media for the publication of information and special articles and features.

11. Sub-Office Zirndorf will continue to monitor the practice of the Federal Office for the Recognition of Foreign Refugees as well as assist with the coordination of UNHCR's activities in the new Federal States.

Arrangements for implementation/related inputs

12. UNHCR's assistance activities in Germany are implemented through the German Red Cross, Caritas and Diakonisches Werk. Through implementing agreements with these agencies, UNHCR supports their community service work and the legal, social and psycho-social counselling of refugees and asylum-seekers throughout the country.

13. UNHCR's legal assistance programme involves a network consisting of 55 lawyers who are under contract with the above-mentioned three voluntary agencies to which the Branch Office gives policy guidance and legal advice. UNHCR also subsidizes costs of legal aid in precedent-setting cases.

General Programmes

Variations in planned activities in 1993

14. During the second half of 1993, the legal counsellors' network adapted its activities to provide advice to asylum-seekers facing changes under the new legislation which came into force in mid-1993. At the same time, budgetary savings were achieved through exchange rate gains.

1994 planned implementation

15. Programme activities will largely follow the pattern of 1993. Established voluntary agencies will continue to provide legal and psycho-social counselling to refugees under the local settlement project. Implementation of the new legislation will require more emphasis to be placed on procedural counselling for all asylum-seekers, as well as on the expansion of activities for women refugees.

16. Apart from support for ongoing women's projects, an expansion is foreseen, notably to cover the new Federal States of the former German Democratic Republic adequately. New counselling centres for refugee women and refugee women's groups will be established in Greifswald and Vorpommern, with a branch in Stralsund. They will receive a grant in order to consolidate the present structure for serving some 500 refugees and asylum-seekers. Two refugee women coordinators in Leipzig and possibly Berlin will be appointed. The two psycho-social counselling centres in Cologne and Dusseldorf will be supported through grants.

17. The network of 55 lawyers throughout Germany will continue to provide legal advice to asylum-seekers and refugees.

18. The UNHCR legal aid fund will pay lump-sum pre-trial costs and will bear the legal costs for precedent-setting cases, where no legal aid is granted from public funds or where the claim is turned down, without subsequent reimbursement of costs.

19. Legal research and especially translation into German of important legal and human rights documents have proven their usefulness in démarches to the administrative courts. Funds have therefore also been set aside for this purpose.

20. Funds have been allocated to strengthen the training activities of the Office, aimed primarily at the federal authorities, the judiciary and lawyers. In addition, provisions have been made for activities in the public information and fund-raising areas in order to mobilize support in Germany for the cause of refugees and the work of UNHCR.

1995 programme proposals

Local Settlement

21. As in previous years, a local settlement project in Germany is proposed for 1995. The project will support voluntary agency activities in the fields of procedural, legal and social counselling, as well as UNHCR activities in public information and fund-raising.

22. UNHCR proposes continued support for the non-governmental organization (NGO) network of legal counsellors as well as the setting up of new NGO structures with a view to reducing the amount of individual casework handled by UNHCR directly. UNHCR will continue to provide legal aid in precedent-setting cases, where other sources of funds are not available.

23. Efforts will be made gradually to phase down support for well-established NGOs which have been concentrating on psycho-social activities in the western part of Germany and to focus assistance on the enhancement of NGO structures in the former German Democratic Republic, in particular in the area of social counselling for vulnerable groups.

24. Training activities undertaken by UNHCR for the benefit of NGOs, lawyers and Government officials will be an important part of activities in 1995.

25. UNHCR will intensify public information and fund-raising activities in Germany in 1995, so as to build on 1994 achievements.

Programme Delivery and Administrative Support Costs

Variations in planned activities in 1993

26. An increase in expenditure of some 35 per cent in local salaries was offset by savings mainly under common staff costs, extra-regional travel and non-expendable property.

1994 planned implementation

27. The 1994 revised budget is higher than the initial budget mainly due to the above-mentioned increase in salaries. A Local Area Network computer system will also be installed which will require the purchase of new equipment. Two posts which were scheduled for discontinuation in December 1994, namely an Associate Social Services Officer and a Senior Secretary, were extended until December 1995 because of ongoing activities related to the Special Operation for Former Yugoslavia.

1995 programme proposals

28. All time-limited posts were extended to 31 December 1995. Expenditure, including public information activities, is expected to be similar to 1994 with the exception of non-expendable property, which is expected to be lower as the Local Area Network equipment should have been purchased and installed during 1994.

UNHCR EXPENDITURE IN GERMANY

(in thousands of United States dollars)

1993	1994	1995		
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
789.2	1,019.6	989.6	LOCAL SETTLEMENT	1,089.6
-	-	1,163.0	PROGRAMME DELIVERY See Annexes I a and II a	1,127.5
789.2	1,019.6	2,152.6	SUB-TOTAL OPERATIONS	2,217.1
1,424.1	1,371.0	327.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	310.5
2,213.3	2,390.6	2,479.8	TOTAL (1)	2,527.6
SPECIAL PROGRAMMES (2)				
324.6	-	-	OTHER TRUST FUNDS	-
4.0	94.5	-	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	-
-	-	212.7	PROGRAMME DELIVERY See Annexes I a and II a	131.7
328.6	94.5	212.7	TOTAL (2)	131.7
2,541.9	2,485.1	2,692.5	GRAND TOTAL (1+2)	2,659.3

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PART III. EUROPE

Section 8 - Germany

(submitted by the High Commissioner)

*Reissued for technical reasons

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III.8 GERMANY

Country Overview

Characteristics of the refugee population

1. During 1993, 322,599 persons applied for asylum in Germany, a 26 per cent decrease over the previous year (438,200). This number accounts for about 72 per cent of all asylum applications filed in Western and Central Europe in 1993. The asylum-seekers originated mainly from Romania (22.8 per cent), the Federal Republic of Yugoslavia (22.5 per cent), Bulgaria (7 per cent), Bosnia and Herzegovina (6.6 per cent), Turkey (5.9 per cent), Algeria (3.5 per cent), Viet Nam (3.4 per cent), Armenia (2 per cent), Afghanistan (1.7 per cent) and the Russian Federation (1.6 per cent).

2. In the first four months of 1994, 44,611 persons applied for asylum, which represents a 72 per cent decrease in comparison to the same period in 1993 (161,324). A total of 58 per cent of asylum-seekers came from the Federal Republic of Yugoslavia, Romania, Turkey, and Bosnia and Herzegovina.

3. According to Government estimates, the number of persons staying in Germany with refugee status or with some form of temporary protection at 31 December 1993 amounted to some 1.06 million. This figure includes an estimated 200,000 Bosnians who were enjoying temporary protection in Germany in April 1994. In addition, Germany extended temporary protection to an estimated 100,000 persons who had fled to Germany from Croatia before 22 May 1992.

Major developments (1993 and first quarter 1994)

4. Asylum continued to be one of the dominant political issues in Germany in 1993. On 1 July 1993, new asylum legislation and an amendment to the asylum provision of the German Constitution came into force. It introduced notions of safe country of origin and safe country of asylum and established an accelerated procedure for manifestly unfounded asylum requests at airports. Earlier in the year, UNHCR had been invited to present in parliamentary hearings its views regarding the draft asylum legislation and amendment of the Constitution, and the Office focused in this connection on the necessary procedural safeguards. Implementation of the new legislation in the second half of the year resulted in a sharp, almost 50 per cent decrease in the number of applications filed for refugee status in Germany. This trend intensified during the first four months of 1994.

5. The efforts of the German Government to combat xenophobia and right-wing radicalism and to prevent physical attacks on foreigners, in particular asylum-seekers, have been strongly supported by the German public and are reflected in official statistics. During 1993, there were 1,322 registered attacks on foreigners, including refugees and asylum-seekers, compared with 2,283 during 1992.

6. In April 1994, the German Government concluded a readmission agreement with Croatia concerning the return of Croats. Croats who had enjoyed temporary

protection in Germany were required, as of 1 May 1994, to commence their return home in phases, with the compulsory return of those from occupied or war ravaged parts of Croatia delayed until January 1995.

Programme objectives and priorities

7. In 1994 and 1995, UNHCR will assist operational partners to improve their performance and effectiveness in respect of legal protection and representation of asylum-seekers and refugees country-wide through training activities organized by the Training Officer in cooperation with a network of lawyers and associations active in this field. This should further reduce the number of individual cases that turn directly to UNHCR for advice.

8. The Branch Office will continue to ensure that adequate procedural and social counselling is available to asylum-seekers through voluntary agencies, especially in reception centres where asylum-seekers are compelled to reside for an initial three months. Special attention will be given to vulnerable groups (single women and unaccompanied children, as well as victims of trauma) through the development of self-help groups and specialized counselling centres, particularly in the new Federal States.

9. Public information activities to familiarize the general public with the reasons for refugee movements as well as the legal and social problems faced by asylum-seekers and refugees will be expanded in 1994. These activities include the systematic sharing of relevant information with the media through interviews and the further development of key contacts in the media for the publication of information and special articles and features.

10. Sub-Office Zirndorf will continue to monitor the practice of the Federal Office for the Recognition of Foreign Refugees as well as assist with the coordination of UNHCR's activities in the new Federal States.

Arrangements for implementation/related inputs

11. UNHCR's assistance activities in Germany are implemented through the German Red Cross, Caritas and Diakonisches Werk. Through implementing agreements with these agencies, UNHCR supports their community service work and the legal, social and psycho-social counselling of refugees and asylum-seekers throughout the country.

12. UNHCR's legal assistance programme involves a network consisting of 55 lawyers who are under contract with the above-mentioned three voluntary agencies to which the Branch Office gives policy guidance and legal advice. UNHCR also subsidizes costs of legal aid in precedent-setting cases.

General Programmes

(a) Variations in planned activities in 1993

13. During the second half of 1993, the legal counsellors' network adapted its activities to provide advice to asylum-seekers facing changes under the new legislation which came into force in mid-1993. At the same time, budgetary savings were achieved through exchange rate gains.

(b) 1994 planned implementation

14. Programme activities will largely follow the pattern of 1993. Established voluntary agencies will continue to provide legal and psycho-social counselling to refugees under the local settlement project. Implementation of the new legislation will require more emphasis to be placed on procedural counselling for all asylum-seekers, as well as on the expansion of activities for women refugees.

15. Apart from support for ongoing women's projects, an expansion is foreseen, notably to cover the new Federal States of the former German Democratic Republic adequately. New counselling centres for refugee women and refugee women's groups will be established in Greifswald and Vorpommern, with a branch in Stralsund. They will receive a grant in order to consolidate the present structure for serving some 500 refugees and asylum-seekers. Two refugee women coordinators in Leipzig and possibly Berlin will be appointed. The two psycho-social counselling centres in Cologne and Dusseldorf will be supported through grants.

16. The network of 55 lawyers throughout Germany will continue to provide legal advice to asylum-seekers and refugees.

17. The UNHCR legal aid fund will pay lump-sum pre-trial costs and will bear the legal costs for precedent-setting cases, where no legal aid is granted from public funds or where the claim is turned down, without subsequent reimbursement of costs.

18. Legal research and especially translation into German of important legal and human rights documents have proven their usefulness in démarches to the administrative courts. Funds have therefore also been set aside for this purpose.

19. Funds have been allocated to strengthen the training activities of the Office, aimed primarily at the federal authorities, the judiciary and lawyers. In addition, provisions have been made for activities in the public information and fund-raising areas in order to mobilize support in Germany for the cause of refugees and the work of UNHCR.

(c) 1995 programme proposals

Local Settlement

20. As in previous years, a local settlement project in Germany is proposed for 1995. The project will support voluntary agency activities in the fields of procedural, legal and social counselling, as well as UNHCR activities in public information and fund-raising.

21. UNHCR proposes continued support for the non-governmental organization (NGO) network of legal counsellors as well as the setting up of new NGO structures with a view to reducing the amount of individual casework handled by UNHCR directly. UNHCR will continue to provide legal aid in precedent-setting cases, where other sources of funds are not available.

22. Efforts will be made gradually to phase down support for well-established NGOs which have been concentrating on psycho-social activities in the western part of Germany and to focus assistance on the enhancement of NGO structures in the former German Democratic Republic, in particular in the area of social counselling for vulnerable groups.

23. Training activities undertaken by UNHCR for the benefit of NGOs, lawyers and Government officials will be an important part of activities in 1995.

24. UNHCR will intensify public information and fund-raising activities in Germany in 1995, so as to build on 1994 achievements.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

25. An increase in expenditure of some 35 per cent in local salaries was offset by savings mainly under common staff costs, extra-regional travel and non-expendable property.

(b) 1994 planned implementation

26. The 1994 revised budget is higher than the initial budget mainly due to the above-mentioned increase in salaries. A Local Area Network computer system will also be installed which will require the purchase of new equipment. Two posts which were scheduled for discontinuation in December 1994, namely an Associate Social Services Officer and a Senior Secretary, were extended until December 1995 because of ongoing activities related to the Special Operation for Former Yugoslavia.

(c) 1995 programme proposals

27. All time-limited posts were extended to 31 December 1995. Expenditure, including public information activities, is expected to be similar to 1994 with the exception of non-expendable property, which is expected to be lower as the Local Area Network equipment should have been purchased and installed during 1994.

UNHCR EXPENDITURE IN GERMANY

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
789.2	1,019.6	989.6	LOCAL SETTLEMENT	1,089.6
-	-	1,163.0	PROGRAMME DELIVERY See Annexes I a and II a	1,127.5
789.2	1,019.6	2,152.6	SUB-TOTAL OPERATIONS	2,217.1
1,424.1	1,371.0	327.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	310.5
2,213.3	2,390.6	2,479.8	TOTAL (1)	2,527.6
SPECIAL PROGRAMMES (2)				
324.6	-	-	OTHER TRUST FUNDS	-
4.0	94.5	-	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	-
-	-	212.7	PROGRAMME DELIVERY See Annexes I a and II a	131.7
328.6	94.5	212.7	TOTAL (2)	131.7
2,541.9	2,485.1	2,692.5	GRAND TOTAL (1+2)	2,659.3



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AND BUDGET FOR 1995

PART III. EUROPE

Section 9 - Greece

(submitted by the High Commissioner)

III.9 GREECE

Country Overview

Characteristics of the Refugee Population

1. At 31 December 1993, Greece hosted 7,300 refugees and asylum-seekers, 3,600 being Convention refugees and 3,700 having been recognized under the UNHCR Mandate prior to 1993. About 35 per cent of these came from Iraq, 20 per cent from the Islamic Republic of Iran and the remainder from neighbouring Eastern European countries, the Middle East, Africa and Asia.

2. The vast majority of the refugees and asylum-seekers are of urban background and reside in Athens. Approximately 30 per cent of the refugee population is female.

3. The Greek Government continued to accommodate about 300 asylum-seekers from neighbouring countries, mostly ethnic Kurds from Turkey and Iraq, in its reception centre at Laviron. In addition, government assistance was provided to a small number of ethnic Greeks from Albania and to an increasing number of ethnic Greeks from the former Soviet Union who were accepted for resettlement in Greece. Some 9,300 have so far been registered.

4. In the first four months of 1994, 219 newly arrived asylum-seekers approached the legal counselling services of the Greek Refugee Council. Of these, 36 were considered to have credible claims and were advised to apply to the authorities for refugee status. During the same period, the Ministry of Public Order granted refugee status to 27 persons (17 Turks, three Iraqis, four Iranians, two Haitians and one Zairian). A total of 71 were resettled from Greece.

Major developments (1993 and first quarter of 1994)

5. Refugee policy in Greece continued to develop further towards establishing a national legal refugee framework which encompasses essential aspects of the legal, social and economic rights of refugees, in line with other States of the European Union.

6. In March 1993, following the new Alien's Law 1978/1991, a presidential decree on the implementation of the procedure for determination of refugee status was issued. As a result, the exercise undertaken by UNHCR in previous years, to determine eligibility under its mandate, was abolished.

7. An inter-ministerial decree regarding the social rights of refugees, in particular their right to employment and the introduction of measures to facilitate their integration into the labour market, is under preparation and is expected to be promulgated in 1994.

Programme objectives and priorities

8. Following the transfer of individual casework to the Greek Refugee Council, the Branch Office in Athens will continue to carry out its function of monitoring legal protection and representation for asylum-seekers, as well as to ensure that national asylum policy, legislation and practice is in accordance with international refugee law. In this regard, the Branch Office will endeavour to promote an early adoption of pending refugee legislation with a view to improving the socio-economic condition of refugees in Greece.

9. In exercising its advisory and advocacy role in 1994 and 1995, UNHCR will also endeavour to promote local integration and income-generating activities, given that most refugees are unable to obtain work permits due to the partial reservation maintained by Greece to Article 17 of the 1951 Convention relating to the Status of Refugees. In this connection, UNHCR will try to regularize the status of Mandate refugees, whose presence on Greek territory is tolerated by the Government rather than protected by legal provisions.

10. In the course of 1994, the involvement of the Office in resettlement to third countries will be phased out, whereas conditions for local settlement and integration of refugees in Greece will be further promoted.

11. In line with UNHCR's regional objectives in Europe, the Branch Office will further strengthen its activities in the areas of public information and refugee law training. The celebration of a National Refugee Day (4 April) has become a regular feature. Other events, such as a national drawing contests for school children on refugee themes, have also helped to increase media coverage of UNHCR activities, increasing in turn the demand for distribution of Public Information material to target audiences. A number of refugee law training courses have already been organized in Athens and other regions, with courses to be offered to government officials, border and immigration officers in various parts of Greece, with a view to enhancing their knowledge and understanding of the applicable legal framework.

Arrangements for implementation/related inputs

12. The Greek Refugee Council and the Social Work Foundation (SWF) continue to be UNHCR's major operational partners for urban refugees, with the International Social Service (ISS) providing counselling services with partial UNHCR support for refugees at the Lavrion reception centre. In addition, the Branch Office maintains regular contact with the Government and a number of refugee support groups such as the Greek Refugee Council, Caritas and the World Council of Churches in order to coordinate strategies and streamline actions.

General Programmes

Variations in planned activities in 1993

13. Overall, large numbers of mostly economically motivated irregular migrants from neighbouring countries, such as the Middle East and Asia, arrived in Greece. However, the total refugee population in Greece decreased in 1993. This was in part because there were more departures (some 1,050) than arrivals with valid

claims to refugee status (134). Registered departures were mainly for resettlement purposes.

14. During 1993, 1,155 refugees received modest monthly allowances for basic needs. Some 2,290 benefited from counselling services for housing, health, education and self-employment.

1994 planned implementation

15. Pending the opening of new government facilities for refugees, the care and maintenance programme will continue in 1994 with essentially the same assistance features and implementation arrangements as in 1993. However, greater emphasis will be placed on promoting international refugee law and advocacy.

16. While resettlement solutions are expected to be available only in very exceptional cases, certain groups will be counselled to repatriate subject to certain changes having taken place in respective countries of origin and also in view of the lack of prospects for permanent settlement in Greece.

17. UNHCR will intensify its search for additional community and private sector support for refugee needs in Greece.

1995 programme proposals

Care and Maintenance

3.9.18 In 1995, UNHCR will continue to provide legal assistance to refugees and asylum-seekers in Greece, as well as material assistance to destitute refugees to cover their basic needs. Counselling will be offered to recognized refugees residing in Greece, primarily in areas of employment, health and education. Advice services will also be provided to asylum-seekers and refugees residing at Lavrion Refugee Centre.

3.9.19 With major changes announced in government refugee policy and practice, which are likely to become effective in the course of 1994, UNHCR will reorientate its activities. UNHCR is closely involved with the relevant government departments in order to enhance local settlement solutions, to which UNHCR will give priority.

Programme Delivery and Administrative Support Costs

Variations in planned activities in 1993

20. Expenditure was higher than expected as a result of a 27 per cent salary increase for local staff. This increase was offset mainly by savings resulting from the fact that the post of Public Information Officer, which was created in mid-1993, was not filled until early 1994. Expenditure for extra-regional travel, communications and non-expendable property were therefore also lower than expected.

1994 planned implementation

21. The revised 1994 estimate is slightly higher than the initial estimate. Amounts have been budgeted to replace outdated office computer equipment and expected costs related to the move to new premises.

1995 programme proposals

22. Initial estimates are lower as it is anticipated that the office move will have taken place during 1994 and that no new equipment will be required.

UNHCR EXPENDITURE IN GREECE

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES				
1,450.6	1,518.1	1,196.7	CARE AND MAINTENANCE	1,245.4
3.7 a/	-	-	VOLUNTARY REPATRIATION	-
1.4 a/	-	-	LOCAL SETTLEMENT	-
25.3 a/	-	-	RESETTLEMENT	-
-	-	520.0	PROGRAMME DELIVERY See Annexes I a and II a	487.9
1,481.0	1,518.1	1,716.7	SUB-TOTAL OPERATIONS	1,733.3
210.9	220.6	113.0	ADMINISTRATIVE SUPPORT See Annexes I b and II b	87.9
1,691.9	1,738.7	1,829.7	GRAND TOTAL	1,821.2

a/ obligation incurred against Overall Allocation